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Carter Clears Intelligence Restructuring To Consolidate Control, Diversify Data

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WASHINGTON — President Carter has approved plans for a reorganization of the nation's intelligence services designed to consolidate control and make foreign surveillance operations more responsive to the government's needs.

The new arrangement is likely to lead to a greater emphasis on generating economic and political intelligence to supplement the heavy diet of military intelligence that foreign-policy planners are currently getting.

The details of the program, which may be announced this week, are still being drafted. But government officials say it calls for the creation of a Cabinet-level Director of National Intelligence with strong control over the Central Intelligence Agency, Defense Department intelligence operations and surveillance and analysis services conducted by other government agencies, such as the Departments of State, Justice and Treasury. The job is expected to go to Adm. Stansfield Turner, the current director of the CIA.

Top-Level Committee

In addition, the plan calls for the establishment of a top-level committee of intelligence-users to set policy for intelligence-collection agencies. The primary purpose of the committee—to be composed of the Secre-

taries of State and Defense and the heads of the CIA and the National Security Council and chaired by the Director of National Intelligence—is to broaden control over the Pentagon's intelligence-collection services, which currently get about 70% of the nation's intelligence budget.

The reorganization plan emerged from a five-month review of the nation's intelligence operations by the National Security Council. The study—called Presidential Review Memorandum 11—concluded that the intelligence community is too autonomous, a view Congress shares.

President Carter forecast the thrust of his new program recently when he commented that "in the past the intelligence community, itself, has set its own priorities. I think in the future the Department of Defense, the Department of State, the President and others ought to set priorities."

Although there was a strong consensus among top foreign-policy planners that control should be broadened, there was sharp disagreement between Adm. Turner and Defense Secretary Harold Brown over how to make the change.

The dispute was over control of the Pentagon's National Security Agency, which intercepts foreign communications throughout the world, and the National Reconnaissance Organization, which runs spy satellites and other highly sophisticated surveillance operations. Together, these organizations are estimated to spend \$5 billion to \$6 billion a year—intelligence spending figures are secret—and gather the bulk of the government's raw intelligence data.

Adm. Turner advocated giving control of the NSA and NRO to the Director of National Intelligence, arguing that under Pentagon control the agencies concentrate too heavily on tactical military intelligence—foreign troop movements and readiness—while slighting agricultural, industrial and political fact-gathering that is increasingly important for setting long-range international policy. Mr. Brown argued that any lessening of Pentagon control could diminish the collection of detailed tactical information that the Pentagon uses to predict and respond to foreign military developments.

Question of Direction

"Essentially it's a question of which way you point the nose," a Pentagon intelligence expert explained. "You either point it up to top government officials, who want economic and political intelligence, or down to the commanders in the field, who want tactical intelligence about troop movements."

The Carter plan is a compromise. The new intelligence director will have broad authority to set the budget of all intelligence services, including the Pentagon's, but day-to-day operational control of NSA and NRO will remain with the Defense Department. Broad policy on the type of intelligence the government needs and the targets to be monitored will be set by the users' committee. Any disputes over the specific allocation of resources would be appealed to a new priorities committee, comprising the same people on the users committee, plus the Vice President. Its decisions would be reviewed by the President.

While the new structure is designed to consolidate authority over intelligence collection, it preserves competing centers of intelligence analysis at the Defense Department, the CIA, the State Department and the White House. This is to ensure that conflicting interpretations of raw data are fully debated within the government before decisions are made. Separate deputies for analysis and collection would report to the Director of National Intelligence.